

## 10.0 Stormwater Recommendations

10.1 The Town Center should be the first priority for stormwater. The plan shall include:

- 10.1.1 Wet stormwater retention ponds
- 10.1.2 Designed as an amenity with a park-like feel, boardwalks & benches
- 10.1.3 Regional Stormwater within the Town Center
- 10.1.4 Take steps now to acquire property

10.2 The next priority area should be the area East of SR87 and West of Ortega not in the Town Center area. The plan shall include:

- 10.2.1 Curb and Gutter
- 10.2.2 Dirt Road paving

10.3 The third priority area should be on the west side of SR87 from Nevada South. The plan shall include:

- 10.3.1 Curb and Gutter
- 10.3.2 Dirt Road paving

10.4 The fourth priority area should be on the west side of SR87 from Nevada North. The plan shall include:

- 10.4.1 Curb and Gutter
- 10.4.2 Dirt Road paving

10.5 Work in conjunction with the redevelopment of Holley Field, should that come to fruition, to develop regional stormwater on the west side of SR87. This plan endorses acquiring property now for that purpose.

10.6 Explore the possibility of making stormwater ponds in subdivisions an amenity. Create incentives to encourage this if possible.

## 11.0 Sewer and Water Recommendations

11.1 Communicate with HNWS regarding the location of the Town Center District & the need to expand some sewer

11.2 Subsidize and amortize the cost of retrofitting new mandatory sewer connections and expansions in the following priority order:

- 11.2.1 Town Center District
- 11.2.2 East of SR87, west of Ortega
- 11.2.3 West of SR87, south of Nevada
- 11.2.4 West of SR87, north of Nevada

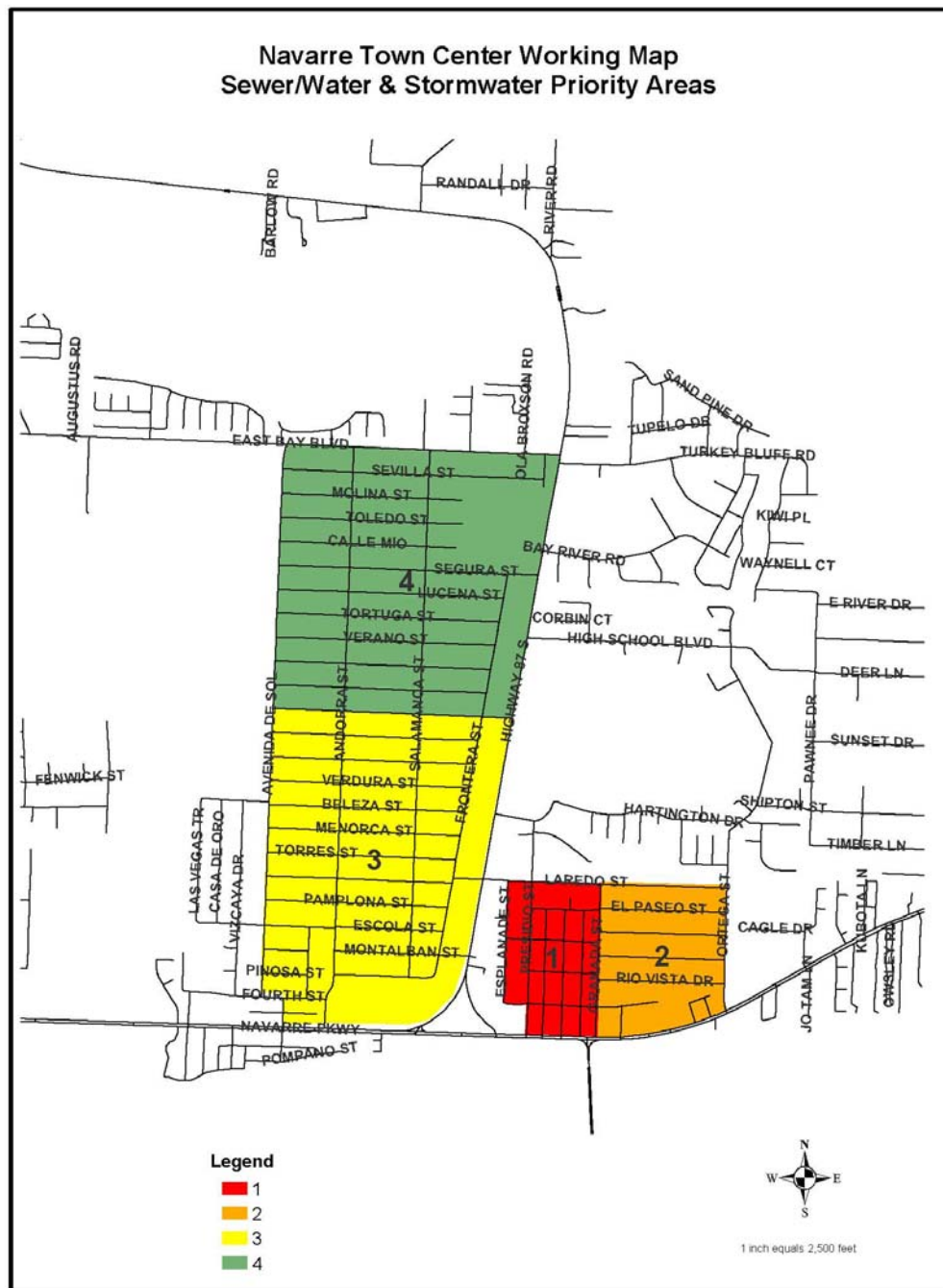
11.3 Work with Holley Navarre Water System work together to determine a proper funding mechanism for the subsidization

11.4 Infrastructure improvement should be coordinated, even installing dry lines if necessary to be concurrent with other public construction in the area

11.5 Lift stations should be upgraded

11.6 Ask HNWS to provide information on its emergency response to Haz-Mat situations

*The map on the following page illustrates the Stormwater and Sewer & Water recommendations.*



## 12.0 Underground Utilities

12.1 All new development in the entire Navarre Area utilities underground utilities

12.2 All utilities shall be retrofit to be underground in the Town Center District

12.3 Utilities in the Heart of Navarre District should be put underground in the following priority order:

12.3.1 US98/SR87

12.3.2 As primary county roads (including identified collectors) are improved

12.3.3 East of SR87, west of Ortega

12.3.4 The area west of SR87 and south of Nevada

12.3.5 The area west of SR87 and north of Nevada

## 13.0 Street Lighting

13.1 All streets in the Town Center shall be illuminated

13.2 Other Roads in the Heart of Navarre District shall be illuminated in the following priority order:

13.2.1 Along US98/SR87

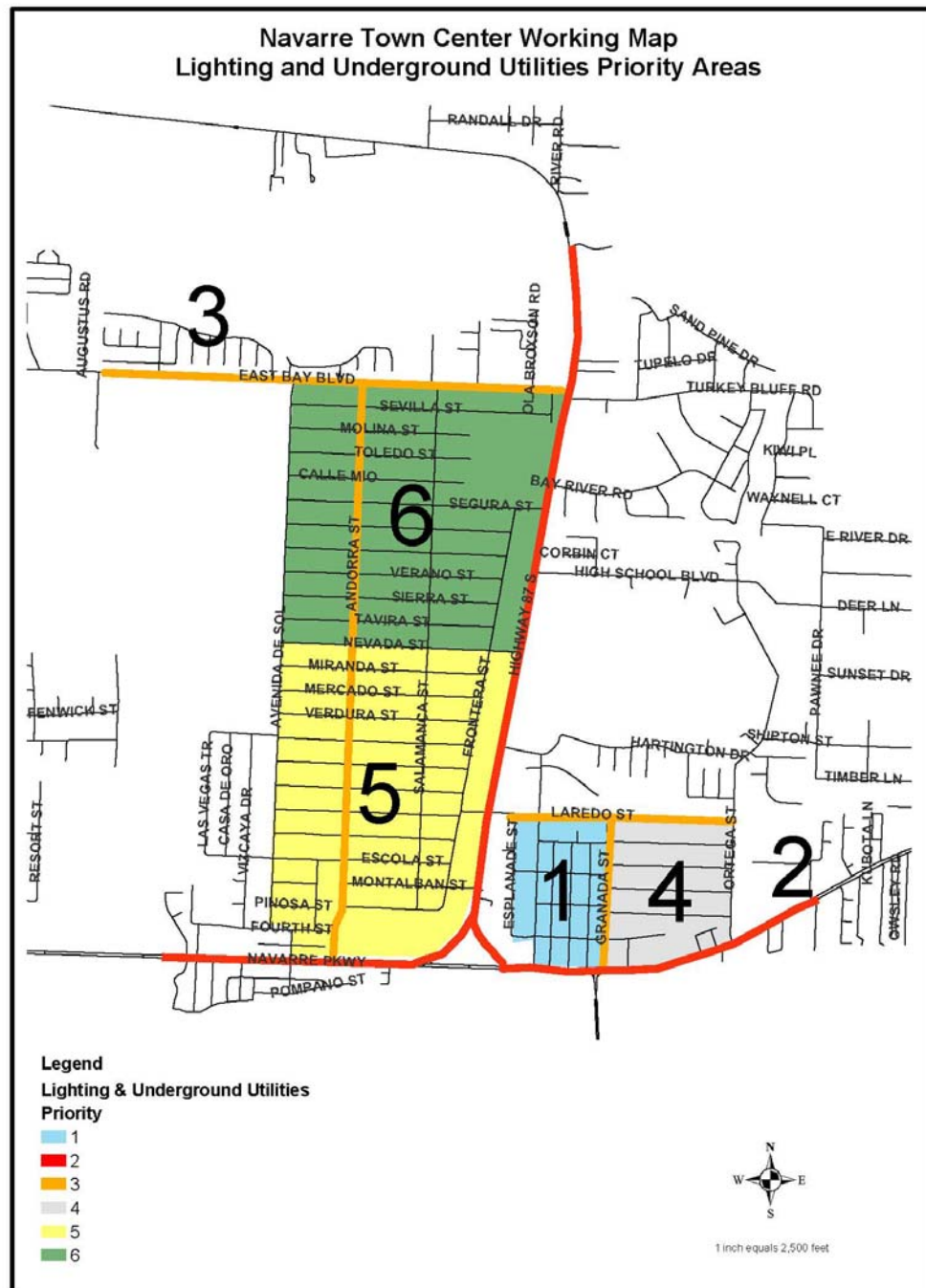
13.2.2 As primary county roads (including identified collectors) are improved

13.2.3 East of SR87, west of Ortega

13.2.4 The area west of SR87 and south of Nevada

13.2.5 The area west of SR87 and north of Nevada

The map on the following page depicts the Street Lighting and Underground Utilities recommendations.





# Funding Sources & Incentives

Many of the projects listed in the previous section will not require great amounts of additional funding. Other projects will be extremely expensive. For example, most of the work required to write new codes for a Heart of Navarre Overlay District will be covered in the normal Planning & Zoning Division budget. However, development of a regional stormwater plan and construction of that system will require significant new financial resources. The purpose of this section is to outline possible new sources of funding that could be used to cover the additional costs associated with implementing this plan. Revenue sources discussed in this section are only options; listing them here does not indicate Commission approval to institute new fees or taxes.

Much of this plan also hinges on new private investment in development and redevelopment throughout the Navarre Area. It is imperative that Santa Rosa County consider ways to attract the type of development desired by the Navarre community and ways to ensure that this development occurs in the targeted areas. This section also points out many possible incentives that will help Navarre reach the vision described in this plan.

## Funding Sources

### 9-A.1 Grant Programs

Grants for highway beautification, trail building, open space preservation, protection of historic resources and many others are available to Santa Rosa County, as well as to community organizations in Navarre. However, competition for these grants is very heated. In addition, most of these grant programs require some local match. Revenues from sources described later in this section can be used for this match, as can in kind services provided by County staff and community members. Santa Rosa County will actively pursue grants and other state and federal allocations to pay for many projects described in this plan. Examples of possible grant programs include, but are not limited to:

- Transportation Enhancement Grants
- Highway Beautification Grants
- Office of Greenways & Trails Grant Programs
- Florida Department of State Historic Resources Grant Programs

### 9-A.2 Special Assessments to Property Owners

Special Assessments are fees for a specific purpose that are included on the property owner's regular ad valorem tax bill. Recommendation 1.20 refers to a special assessment for properties in the Town Center District to pay for landscaping. In this case, the special assessment is akin to dues paid to a homeowners or condominium association to cover similar costs. The working



groups discussed a special assessment to pay for landscaping the medians on US98 and SR87. One of the first steps in implementation will be to match projects with potential funding sources after costs for those projects have been estimated.

### **9-A.3 Developer Exactions**

Developer exactions are simply described as provision of resources by a private developer to cover the infrastructure needs created by new development. These exactions can include land dedications, monetary or in-kind exactions or impact fees. Impact fees will be discussed in a later subsection. Land dedication is already part of the Navarre Town Center Plan. The Land Preservation Options are, in essence, a land dedication exaction on a developer. Land dedication could also be used to extend the Navarre Nature Walk or create the park west of Holley-Navarre Middle School. Monetary or in-kind exactions are generally negotiated between the local government and the developer. The Incentives subsection will discuss some examples of possible negotiation points to encourage these types of exactions.

### **9-A.4 Private Funding of Development & Redevelopment**

Many of the projects in this plan will be carried out and funded by private development. Construction of the Town Center District, development of Neighborhood Commercial and Multi-Family in targeted areas and addition of some sidewalks and bike paths will all be the responsibility of the private developer. This means that existing residents will not directly pay for implementation of these projects. The County recognizes, however, that incentives must exist to attract development and redevelopment when the cost of new projects will be increased by the recommendations in this plan. The Incentives Section will address this issue.

### **9-A.5 Impact Fees**

Impact fees are assessments levied on new development to pay for off-site capital improvements that benefit the contributing development. They are a traditional source of revenue for many counties in Florida, but are not prevalent in the northwest portions of the State. The rules surrounding the use of impact fees are complicated. The major criticism of impact fees is that by the time the fees are collected, the infrastructure they are paying to improve has already been functioning at an unacceptable level for too long. The next subsection will describe another assessment program that shows more possibility than impact fees.

### **9-A.6 Impact Banks**

An impact bank is a conglomeration of credits for parking, stormwater or other normal requirement of a commercial site plan. The bank is a physical location close to the targeted area from which developers can buy credits if they cannot meet the requirements for their project. For example, if the County acquired land in the Town Center District to construct parking lots, developers could buy credits from the County for a certain number of parking spaces to cover any deficiency they may have. (A certain number of parking spaces are required for every type of commercial business depending on the size of that business). Since the Plan recommends regional stormwater for the Town Center District, stormwater credits can also be packaged for purchase from an impact bank. If redevelopment of a parcel owning credits were to occur, credits would be transferred to the new

development. If additional credits were needed, those would have to be purchased, but any excess credits would be returned to the County.

#### **9-A.7 Creation of a Special Taxing District**

A Special Taxing District is very similar to the Special Assessments described in Section 2.0, but a taxing district is a defined geographic area where fees and taxes are collected for capital improvements and/or special services that clearly benefit the district. In addition, the creation of a special district allows both developed and vacant land to be assessed.

#### **9-A.8 Tax Increment Financing**

Tax Increment Financing (TIF) is a popular type of financing in redevelopment areas. Basically, the additional revenues from redevelopment of property are diverted into a special fund to either pay for capital improvements in a targeted area or to retire bonds issued to pay for capital improvements already completed. The taxes generated by the property prior to an increase in the value still go to the General Fund. Thus, the County overall is not losing any funding, it is just not seeing any increase in general ad valorem revenues or benefit from redevelopment.

#### **9-A.9 Loans from Other Funds**

In many community redevelopment areas, loans are made to a community redevelopment trust fund to pay for up front capital costs. As funds are recouped, through TIF, impact banks, special assessments etc..., those borrowed funds are repaid. Typically, these funds would come from the County's General Fund, but other special funds are also available for this financing program.

#### **9-A.10 Public-Private Partnerships**

In public-private partnerships, both public and private funding and assets are used as leverage to fund improvements. Monetary or in-kind contributions from either entity can be used to generate revenue. For example, the County can partner with private owners to use their property as collateral for bonds issued by the government to fund capital improvements. Various incentives can be used to encourage private owners to participate.

#### **9-A.11 Tourism Development / Bed Tax**

The Florida Department of Revenue defines a bed tax as a tax that must be collected from every person who "rents, leases, or lets for consideration any living quarters or accommodations in any hotel, motel, apartment house, multiple unit structure (e.g., duplex, triplex, condominium,) rooming house, tourist or mobile home court (trailer court, R.V. camp, etc.) single family dwelling, garage apartment, beach house or cottage, cooperatively owned apartment, condominium parcel or mobile home for a term of six months or less." Although the purpose of the Navarre Town Center Plan is to enhance the quality of life for Navarre residents, the community recognizes that the area is also a prime tourist location. Many of the improvements in this plan will not only enhance the community for its residents, but also entice tourist visits. Use of this tax in the Navarre area would take advantage of tourism and the revenue it can generate.

Although these revenue sources have been discussed independently, they can be used in concert with each other to creatively and effectively generate revenue. A few examples of how these revenue mechanisms can be combined have been provided, but many others exist. Santa Rosa County is committed to finding the best combination of revenue tools to fund the improvements outlined in this Plan.

## Incentives

The Navarre Community has clearly defined its vision for the community's future and its community identity. It is incumbent upon the County to find ways to assist Navarre in attracting the type of development and redevelopment that will flesh out this vision. In the following subsections, possible development incentives that will perform this service are described. Additional incentives will be developed throughout implementation.

**9-B.1** Town Center District- No landscape plan required for the Site Plan

**9-B.2** Town Center District- Traffic Concurrency review will be completed in house at the Planning & Zoning Department

**9-B.3** Heart of Navarre and Town Center Districts- A Developer's Guide will be produced to explain the vision and outline the additional rules and regulations.

**9-B.4** Heart of Navarre and Town Center Districts- A special staff contact will be designated to assist developers navigating the Site Plan review process in these districts.

**9-B.5** Heart of Navarre and Town Center Districts- Site Plan Review Fees will be waived for projects that set aside open space in the Navarre Area. A minimum amount of open space will be required. This amount will be determined during implementation.

**9-B.6** Navarre Area- There will be no charge for rezoning to Neighborhood Commercial or Multi-Family in the targeted areas.

**9-B.7** Navarre Area- Traffic review fees will be waived in exchange for recommended transportation improvements being completed off site. (sidewalks, bike lanes, striping)

# Implementation

Implementation of the Navarre Town Center Plan will take place over the next 20 to 30 years. There are many residents that will not be around to see the plan come to full fruition. However, there are parts of the plan that can and will be completed in the short term. The purpose of this section is to describe the implementation process, outline the tasks to be performed, denote responsible agencies and set a time frame for completion. This section will be the blueprint for the work to be done over the next 5, 10 and 30 years. As conditions change, it will be subject to some amendment; projects listed in out years, especially, may be subject to some modification.

The Community Planning, Zoning & Development Division will be responsible for coordinating all the implementation efforts even when another entity is identified as the responsible party. The table below lists the Recommendation Number (from earlier in the document), the type of action to be taken, the responsible agency, the time period for completion and, if possible, whether or not the project will be a new budget item or if it can be covered under normal County work plans. The time periods for completion are as follows:

- Immediate: 0-5 years, Fiscal Years 2004-2005 to 2009-2010
- Short Term: 5-10 years, Fiscal Years 2010-2011 to 2015-2016
- Long Term: 10+ years, Fiscal Year 2016-2017 and beyond

Recommendation	Type of Action	Responsible Agency*	Time Period	New Budget Item?
Develop Cost Estimates for New Budget Items	Cost Estimates	PZ, OMB	Immediate	Unknown
1.1, 1.3-1.25 Town Center Zoning Changes	LDC Changes	PZ	Immediate	No
1.2 Amend Landscape Buffer Ordinance	LDC Changes	PZ	Immediate	No
1.26 Construct Streetscapes in Town Center District	Design & Construction	ENG, PW	Immediate	Yes
2.0 Heart of Navarre Overlay District	LDC Changes	PZ	Immediate	No
3.0 & 4.0 Neighborhood Commercial & Multi-Family Target Areas	Rezoning	PZ & Private Investment	Immediate thru Long Term	No
5.0 Viewsheds	LDC Changes	PZ	Immediate	No
6.0 Land Preservation Ordinance	LDC Changes	PZ	Immediate	No

Recommendation	Type of Action	Responsible Agency*	Time Period	New Budget Item?
7.1-7.3 Public Space Designation	Design & Construction	PZ, ENG & PW	Short Term	Yes
7.4 Management Contracts	Contracts	PZ, OMB	Short Term	Unknown
8.1 East Bay River Interpretive Trail	Design & Construction	ENG, Parks	Short Term	Yes
8.2 H.S. to Library Trail	Design & Construction	ENG, Parks	Short Term	Yes
8.3 Town Center Plaza	See Recommendations 7.1-7.3 Above			
8.4 Extension of Navarre Nature Walk	Design & Construction	ENG, PW, Parks, Private Investment	Ongoing	Yes
8.5 New Passive Park West of HNMS	Design & Construction	ENG, PW, Parks	Short Term	Yes
9.1.1 & 9.1.7 Sidewalks	LDC Changes	PZ	Immediate	No
9.1.2 Construct Sidewalks on US98 from Granada To Andorra	Design, Right of Way & Construction	ENG, PW, FDOT	Long Term	Yes
9.1.3 Construct a system of pedestrian connectivity off US98 from Ortega to Granada	Design & Construction	ENG, PW, Private Investment	Short Term	Yes
9.1.4 Construct sidewalks on High School Boulevard	Design, Right of Way & Construction	ENG, PW	Immediate	Yes
9.1.5.1 Construct Sidewalks in Target Areas	Design, Right of Way & Construction	ENG, PW	Short Term	Yes
9.1.5.2-9.1.5.4 Construct Sidewalks in Target Areas	Design, Right of Way & Construction	ENG, PW	Long Term	Yes
9.1.6 Policy to construct all County Signals with pedestrian features	Policy Change	BOCC	Immediate	No
9.1.8 Stripe all collector roads and all roads with speed limits > 35mph	Construction	PW	Immediate	Unknown
9.2.1-9.2.4 Add pedestrian features, striping and increase the speed limit on designated collector roads	Construction	ENG, PW	Immediate thru Short Term	Yes

Recommendation	Type of Action	Responsible Agency*	Time Period	New Budget Item?
9.3 Retrofit designated corridors with bike route features	Design & Construction	ENG, PW, Private Investment	Short Term thru Long Term	Yes
9.4.1-9.4.4 Roadway Interconnections	Construct interconnections	ENG, PW, Private Investment	Immediate thru Short Term	Yes
9.4.5 Roadway Interconnections	Construct interconnections	ENG, PW, Private Investment	Long Term	Yes
10.1 Town Center Stormwater Plan	Design, Right of Way & Construction	ENG, PW, Private Investment	Immediate	Yes
10.2 & 10.3 Priority areas for stormwater retrofits	Design, Right of Way & Construction	ENG, PW, Private Investment	Short Term	Yes
10.4 Priority areas for stormwater retrofits	Design, Right of Way & Construction	ENG, PW, Private Investment	Long Term	Yes
10.5 Stormwater for Holley Field Redevelopment	Planning & Coordination	PZ	Long Term	Unknown
10.6 Make stormwater ponds as amenities in subdivisions	LDC Changes	PZ, ENG	Immediate	No
11.1 Communicate with HNWS on needs for Town Center	Coordination	PZ, HNWS	Immediate	No
11.2.1 & 11.2.2 Subsidize and amortize cost of sewer retrofits	Design & Construction	BOCC, HNWS	Immediate	Yes
11.2.3 Subsidize and amortize cost of sewer retrofits	Design & Construction	BOCC, HNWS	Short Term	Yes
11.2.4 Subsidize and amortize cost of sewer retrofits	Design & Construction	BOCC, HNWS	Long Term	Yes
11.3-11.4 Coordinate with HNWS on financing mechanism for subsidies and on infrastructure projects	Coordination	PZ, ENG, PW, HNWS	Immediate	Yes
11.5 Upgrade lift stations	Construction	HNWS	Unknown	Unknown

Recommendation	Type of Action	Responsible Agency*	Time Period	New Budget Item?
11.6 HNWS provide emergency response information to SRC	Coordination	HNWS	Unknown	Unknown
12.1 New development required to underground utilities	LDC Changes	PZ	Immediate	No
12.2 Retrofit utilities in Town Center to Underground	Construction	ENG, PW, Gulf Power	Immediate	Yes
12.3.1-12.3.3 Priority areas for undergrounding utilities	Construction	ENG, PW, Gulf Power	Short Term	Yes
12.3.4 & 12.3.5	Construction	ENG, PW, Gulf Power	Long Term	Yes
13.1 Illuminate Streets in Town Center	Construction	ENG, PW, Gulf Power	Immediate	Yes
13.2.1-13.2.3 Priority areas for street lighting	Construction	ENG, PW, Gulf Power	Short Term	Yes
13.2.4-13.2.5 Priority areas for street lighting	Construction	ENG, PW, Gulf Power	Long Term	Yes

\* Abbreviations: PZ- Planning & Zoning  
 ENG- Engineering  
 PW- Public Works  
 OMB- Office of Management & Budget  
 HNWS- Holley-Navarre Water System  
 FDOT- Florida Department of Transportation